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ABSTRACT

In 1996, drawing from religious, educational, social services, media, neighborhoods, nonprofits, and health-providing sectors of the community, the Phoenix Violence Prevention Initiative (PVPI) was conceived. During Phase One of the initiative, the following seven points regarding prevention and prevention design strategies were assembled: (1) Violence prevention is about efforts to prevent or interrupt problems from developing into greater hardship and the need for more costly responses; (2) violence-prevention strategies are typically directed at young people and increasingly at their families and home situations; (3) prevention needs to start very early in life, perhaps as early as the first 2 or 3 years; (4) recognizing the full range of odds that have to be overcome such as childhood impulsivity, low self-esteem, incompetent parenting, and disorderly neighborhoods, effective preventative tactics will need to be intensive and multipathed, not quick and cheap; (5) the dedicated effort of all sectors of society is needed to prevent violence; (6) the track record for funding preventive measures is a "mixed picture"; and (7) the economic advantages of prevention are both persuasive and encouraging. Phase Two formulated a comprehensive violence-prevention strategy organized into five Work Groups: prenatal and early childhood, families, individual youth, neighborhoods and communities, and schools. After 4 months these Work Groups developed 13 major violence-prevention initiatives that revolve around five central themes and address violence prevention as follows: Fill the unsupervised "gap periods" for youth; strengthen youth support systems; strengthen parental support systems; guarantee "right start" services to all preschool children; and strengthen neighborhood assets and protective factors. Phase Three is the implementation plan designed to link the 13 initiatives to people and organizations who can provide further development and actualization. This book contains the action blueprint for Phase Three that is scheduled to commence in late summer 1998. Graphs and tables supplement the text by emphasizing major points of the developmental process and the Initiative itself. Includes a list of the Steering Committee, Advisory Group, and Work Group participants. (RIB)

PHOENIX VIOLENCE PREVENTION INITIATIVE

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Phoenix Violence Prevention Initiative

Phase II Report / August 1998

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Executive Summary

In the early 1990s, the criminal justice debate in America was dominated by phrases like "three strikes and you're out," "juveniles who commit adult crime should serve adult time," and "lock 'em up and throw away the key."

In the latter half of the 1990s, however, the dialogue has shifted. Recognizing the enormous social and capital costs associated with locking people up and "throwing away the key," many – including some of the strongest get-tough-on-crime advocates just a few years ago – have turned to a different concept: prevention. Indeed, the simple cost/benefit wisdom of *preventing* violent events from ever occurring is now being promoted by a diverse group which includes social scientists like James Garbarino and James Q. Wilson, criminologists like Lawrence Sherman, a national organization of police chiefs and prosecutors, and even the father of California's "three strikes" law, Governor Pete Wilson.

Like these nationally prominent names, many of the influential voices in Greater Phoenix have come to believe in the power of prevention. In late 1996, a diverse coalition of local leadership from the business community, law enforcement, city and county government, academia, and the court system came together to create the Phoenix Violence Prevention Initiative (PVPI). A Steering Committee consisting of more than 40 citizens and leaders was assembled to ensure a wide variety of voices was heard from the faith community, education, social service providers and advocates, the media, neighborhoods, non-profits, and health.

During much of 1997, the Steering Committee met with both local and national experts for briefings and dialogue about the nature of violence and proven prevention solutions. At the conclusion of this first educational phase of PVPI, the following seven points were assembled as a simple and accessible summary of the latest thinking regarding prevention and what the design of an effective violence prevention strategy would entail:

- **Violence prevention is about efforts to prevent or interrupt problems from developing into greater hardship and the need for more costly responses.** It is analogous to the prevention philosophies that are influencing modern medicine: an ounce of prevention is worth a pound of cure.
- **Violence prevention strategies are typically directed at young people and increasingly at their families and home situations.** Reducing violence through prevention, in the final analysis, requires looking holistically at what is jeopardizing kids' future, what factors are leading them to a life of drugs, gangs, deliquency and other poor outcomes, and who or what can help to prevent those problems in the first place.
- **Prevention, for a chance to make a large difference, needs to start very early in life, perhaps as early as the first two or three years.** UCLA Professor James Q. Wilson explains that during these years, "some children are put gravely at risk of poor outcomes by some combination of hereditary traits, prenatal insults (maternal drug and alcohol abuse and/or diet), weak parent-child attachment, poor supervision, and disorderly family environment" (Wilson, 1994).
- **Recognizing the full range of odds that have to be overcome – childhood impulsivity, low self-esteem, incompetent parenting, disorderly neighborhoods – effective preventative tactics will need to be intensive and multi-pathed, not quick and cheap.** Promising strategies to counter-attack such negative life circumstances include good prenatal care, home visitation programs for newborns at risk of abuse and neglect, steps to strengthen parents' skills for dealing with crisis, structured youth activities, and mentoring programs.

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- **The dedicated effort of all sectors of society is needed to prevent violence.** As one expert argues, "America's ultimate anti-crime insurance policies are not cops, judges, probation officers, or prison guards; they are instead good parents, caring friends, inspiring mentors, local religious leaders, dedicated co-workers, and decent employers" (Dilulio, 1995).
- **The track record for funding preventive measures is a "mixed picture."** Most prevention programs have been pilot or experimental projects operating on meager budgets and implemented on a small scale.
- **Even so, the economic advantages of prevention are both persuasive and encouraging.** For example, a recent study by Professor Mark A. Cohen of Vanderbilt University estimates that each high-risk youth prevented from adopting a life of crime could save the country from $1.7 million to $2.3 million *(Fight Crime, Invest in Kids, 1997)*.

With this common understanding, PVPI launched a second phase which brought an additional 300 citizens and leaders into the process through a set of Work Groups. Their goal: to develop the strategies that together, as a package, would form the area's first comprehensive violence prevention strategy. This report presents the results of that process.

At the direction of the Steering Committee, the Work Group process was organized into five tracks, based on solid evidence and research regarding the components necessary for young people to grow into healthy, productive and non-violent adults. The five Work Groups created were: prenatal/early childhood; families; individual youth; schools; and neighborhoods/communities.

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The four-month Work Group process resulted in thirteen major initiatives, ready for implementation. In this report, each initiative is accompanied by a rationale, key implementation steps for success, and goals for the future. Taken together as a package — as they were designed to do — PVPI's initiatives fit into several major themes which address violence prevention across the continuum developed for the Work Group process:

- **Fill the unsupervised "gap periods" for youth** by providing more after-school, weekend and summer activities, and expanding job programs for youth.
- **Strengthen youth support systems** by increasing mentorship opportunities, providing for more school-based case management, and changing school policies which currently deter the development of alternative schools and students' placement in such schools.
- **Strengthen parental support systems** by adding intensive parenting training and case-management support at existing community resource centers, and making quality child care more affordable and accessible.
- **Guarantee "right start" services to all preschool children** by providing prenatal care to all pregnant women, health care to all children, in-home visitation to new parents, and expanding state appropriations to successful programs such as Healthy Families, Health Start, and Family Literacy.
- **Strengthen neighborhood assets and protective factors** by upgrading infrastructure, providing needed community resources, expanding community policing resources, changing city-wide policies regarding density, zoning, code enforcement, blight elimination, and offering more technical assistance and resources to stimulate the participation of residents.

While these themes mirror what many national experts are calling for to prevent violence, some may raise questions regarding issues seemingly not addressed by the PVPI initiatives — for example, gangs, drugs, and guns. Based on the core premise that the region's primary crime challenge is to prevent at-risk children from becoming gang members, substance abusers, or delinquents in the first place, the Steering Committee and Work Groups developed strategies to address certain issues known to jeopardize kids' futures in ways that might be considered "well in advance" of potential violence. For example, although several Work Groups identified circumstances such as gang membership, alcohol and drug abuse, and possession of weapons as factors which often result in violence, the initiatives proposed are intended to address and intercept the *origin* of the issue, not its subsequent symptoms. Although crafting strategies to undo gang membership and get people off drugs is important, halting the perpetuation of such activities requires strong child-parent attachment, after-school programs, and mentoring to prevent gang involvement, drug/alcohol abuse, and aggression from ever occurring in the first place.

The Phoenix Violence Prevention Initiative's third phase, in which the action blueprint contained here will be implemented, is scheduled to commence in late summer 1998.

13 Phoenix Violence Prevention Initiatives

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The Phoenix Violence Prevention Initiative (PVPI) is a Partnership among the City of Phoenix, Arizona Supreme Court, Greater Phoenix Leadership, Maricopa County Attorney, Maricopa County and ASU's Morrison Institute for Public Policy

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13 PHOENIX VIOLENCE PREVENTION INITIATIVES

Between December 1997 and April 1998, more than three-hundred Valley citizens participated in five Work Groups under the Phoenix Violence Prevention Initiative (PVPI). Their goal was to devise violence prevention strategies in each of the domains assigned to the Work Groups (prenatal/early childhood, individual youth, family, school, and neighborhood/community). Each group met twice monthly to discuss research regarding what works and what doesn't work, hear from local experts and practitioners, and discuss problems specific to Greater Phoenix. The result of these efforts is thirteen violence prevention initiatives organized around the five major themes below (◘). Together, they form the framework of the region's first comprehensive violence prevention strategy. (Note: this is an abbreviated summary of the 13 initiatives. Please consult the PVPI Phase II report for more detail).

◘FILL GAP PERIODS IN SCHOOL-AGE CHILDREN'S SUPERVISION AND ACTIVITY

Initiative

1. Provide for greater variety, numbers and access to after-school, weekend, and summer activities
2. Expand the scope of existing effective youth jobs programs

Rationale

Studies show that youth are more likely to engage in risky or delinquent behavior during non-school hours. In fact, the peak hours for juvenile crime are 3:00 PM-8:00 PM.

Similar to the need for programs and activities during the after-school, peak crime hours of 3:00 PM-8:00 PM, youth jobs programs help to fill the critical "gap periods" in a young person's life, give him or her pride, and enable them to earn money.

◘STRENGTHEN YOUTH SUPPORT SYSTEMS

Initiative

3. Increase the number of and training for mentors (mentor programs connect young people to adult role models who care about them, and help them develop and grow)
4. Provide for more school-based case management that promotes interdisciplinary teams to work with youth and their families to gain access to services and monitor their progress
5. Promote changes in school policies which currently deter the development of alternative schools for students who are expelled or drop-out and the placement of students in such facilities

Rationale

Research now shows the power of well-conducted mentoring: those youth who have a positive and consistent relationship with an adult are less likely to skip school and begin using illegal drugs and alcohol.

Increasingly, society has come to rely on schools to help address many of the social ills that trouble school-aged children and their families. Unfortunately, many of the new programs and initiatives are added-on without the important considerations of coordination and long-term commitment to resources.

Educators, law enforcement, and researchers concur on the strong linkage between school failure and delinquent behavior. Without an alternative educational opportunity, youth often find themselves in trouble with the law.

☐ Strengthen Parental Support Systems

Initiative	Rationale
6. Add services at existing community resource centers to provide parenting training and case managers to help families gain access to an array of services	Parental neglect has been shown to be as strong a predictor of subsequent violent behavior as physical abuse. Research now shows that well-implemented parenting training is capable of reducing delinquent behavior in children under 14. In addition, relationship building among family members has been shown to increase communication and respect.
7. Develop a strong media campaign to raise awareness about the importance of early childhood development, the prevalence and consequences of domestic and child abuse, and the services that are available to help	While undoubtedly a factor in perpetuating violence, the media can also play an important and positive role in preventing violence. Three PVPI Work Groups strongly recommended using the power of the media for public awareness, campaigns, and productions that will reinforce positive parenting values and make an impact on creating non-violent families.

☐ Guarantee "Right Start" Services to All Phoenix Preschool Children

Initiative	Rationale
8. Expand prevention and early intervention services to all at-risk families, providing prenatal care to all pregnant women and health care coverage to all children	Very comprehensive in-home prenatal care and newborn support programs, when followed by high-quality, parent-involved child care and preschool have been shown to improve child development and reduce abuse by as much as 80 percent.
9. Expand access to high quality and comprehensive early childhood programs and child care	A child's brain develops up to 80 percent of its functions during the first three years of life, including the abilities to learn, cope, and deal with others peacefully. The quality of early child care can increase or decrease the ability to learn by 25 percent or more and has a decisive impact on the capacity to regulate emotions.
10. Develop long-term funding solutions to early childhood and family issues	Numerous studies now show that investments in programs that help kids get the right start can reduce crime and criminal justice costs substantially in the future.

☐ Strengthen Neighborhood Assets and Protective Factors

Initiative	Rationale
11. Make Phoenix neighborhoods less hospitable to crime by upgrading infrastructure, providing needed community development resources, and expanding neighborhood policing resources	Research indicates that the ability to prevent violent crime may be directly related to the ability to reshape community life in our most troubled neighborhoods. The key component of this initiative is the emphasis on quality of life improvement and neighborhood-based services.
12. Adopt city-wide policies which address density, zoning and code enforcement, and blight elimination to prevent/mitigate criminal activity	Physical disorder in neighborhoods (i.e., broken windows, graffiti, etc.) has been cited as a community risk factor which contributes to crime and violence. Making abatement laws stronger and enforcing code violations can help neighborhoods battle blight and therefore improve public safety.
13. Offer more technical assistance and resources to encourage participation of residents in neighborhood self-help activities	Community mobilization is often considered a necessary condition for certain crime prevention strategies to be effective. Block Watch, for example, has shown success in curbing violence and encouraging resident participation.

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Introduction

Despite headlines about falling violent crime rates, the public does not believe enough is being done.

Violent Crime Rates Are Falling, but Hold the Applause

Violent crime, homicide in particular, has been declining for the past six years in Phoenix and across the country. While the trend is greeted with proclamations of victory by some experts and policy makers, many more are cautiously holding their applause.

There are good reasons to hold applause. For one thing, no one really knows why violent crime is declining. Various experts and policy makers have offered widely different explanations including: recent changes in policing strategies emphasizing community policing; shifts in the way illegal drugs are sold, especially crack, that make it less public and less likely to cause violence; subtle demographic decreases both in the numbers of young men and in their propensity to commit crimes; rising employment, which takes people into less risky lives; and increased imprisonment resulting from mandatory sentencing, such as Arizona's law sending serious juvenile offenders to adult court. While these are all reasonable explanations, picking only one to commit to, or taking a breather from the fight, is not a good idea because understanding the ebbs and flows of violence is a complex challenge.

Another reason to hold any applause is that the public does not believe the situation has improved. For example, an *Arizona Republic*/Morrison Institute survey shows that residents in the Phoenix metro region generally think crime is a problem and is getting worse. Specifically, almost 9 out of 10 think crime is a problem or a severe problem. More than half of the residents think that the overall level of crime in the Valley increased during 1996 (Morrison Institute, 1997). While the Valley's property crime rate has seen annual increases, the violent crime rate has been on a steady downward trend since 1993.

Perhaps the most important reason to stay any celebration is growing evidence that current crime fighting strategies are rapidly becoming potential budget busters. Putting more police officers on the streets, stiffening the penalties against a particular kind of offender, building more prisons, and other such get-tough policies have been the pronounced anti-crime strategy in Arizona and in the country for most of this decade. The public has generally been supportive of, and in many cases has even voted for, these policies, which essentially delegate the crime problem to the law enforcement community and criminal justice system. Lately, however, coming up on the radar screen are concerns about the costs and cost-effectiveness of these solutions and some concerns about relying so heavily on police departments and justice system agencies for fighting crime.

The best example of rising concerns about the affordability and long-term viability of get-tough strategies is RAND's study of California's "three strikes" law, which mandates sentences ranging from 25 years to life for certain three-time felony offenders. The 1994 study by the prominent think tank, which weighed crime reduction and cost, concluded that the California law, if fully implemented, could reduce serious felonies committed by adults in the state between 22 and 34 percent below what may have occurred. But the study also concluded that the reduction in crime would be achieved at an additional cost between $4.5 billion and $6.5 billion in current dollars annually. According to the study, most of the cost increase would result from the need to build and operate additional prisons to house the inmate population, which could be expected to double as a result of sentencing under the law (GAO, 1996). A more recent RAND study indicates that some preventative measures, such as parent training and graduation incentives, could potentially reduce crime rates more cost-effectively than incarceration (Greenwood et al., 1996).

Research institutes like RAND are not the only ones to raise the cost-effectiveness issue or to suggest for policy makers to move beyond reactive policies — that is, move to punishment plus prevention, not just punishment and more punishment. A growing number of experts, including traditional "lock-'em up" folks, sense that the power of punishment has been oversold and that a course correction toward prevention is needed. One of the latest examples of this shift in support and thinking comes from police chiefs. When a recent Northeastern University survey asked 789 police chiefs throughout the country to pick the strategy that would be most effective in the long-term for reducing crime and violence, the chiefs chose "increasing investments in programs that help all children and youth to get a good start," nearly 4 to 1 over "trying more juveniles as adults," or even hiring additional police officers (*Fight Crime, Invest in Kids, 1998*). But perhaps the most striking of the new endorsements for preventive measures comes from California Governor Pete Wilson — father of the original "three strikes" legislation in the mid-1990s. Governor Wilson devoted a large portion of his *1998 State of the State* address to prevention initiatives.

It is an interesting turn of events. To recap: despite headlines about falling violent crime rates, the public does not believe enough is being done. More and more experts are beginning to address the public's concerns by suggesting that the best anticrime insurance policies are not cops, judges, probation officers, or prison guards, but instead are good parents, caring friends, inspiring teachers, local religious leaders, and decent employers. At the same time, some of the leading "get-tough" proponents of this decade are now some of the strongest advocates for doing more on the prevention front.

Phoenix' Response

It is against this backdrop that the Phoenix Violence Prevention Initiative (PVPI) was started. In 1996, the City of Phoenix Police Department asked the Morrison Institute for Public Policy to facilitate an effort to develop a comprehensive violence prevention strategy for Phoenix. Specifically, the City wanted to get a wide variety of organizations and stakeholders around the table to develop the strategy and make it clear that violence is not just a police matter, but also requires the attention of parents, educators, religious leaders, judges, social service providers, neighborhood residents, young people, the media and the business community. Another important objective was to change the dialogue about how to reduce violence and crime, and to raise public awareness about prevention measures.

Toward this end, a partnership of five organizations was launched in November 1996: the City of Phoenix, Arizona Supreme Court, Greater Phoenix Leadership, Maricopa County Attorney, Maricopa County, and ASU's Morrison Institute for Public Policy. Recognizing that the Initiative would need to be broad-based, the partners invited 40 representatives of different businesses, non-profits, community organizations, and government entities to participate on a project steering committee. This was the first time so many different organizations and community leaders had met to discuss common concerns about violence and to collaborate on solutions.

There were many key events in the PVPI process — most are highlighted on pages 4 and 5. They occurred in three phases:

Phase I: Analysis — "Understanding the Problem" — the Steering Committee focused on understanding the nature and extent of the violence problem in the Phoenix metro area. It also studied what works and what does not work in terms of violence prevention programs and strategies. Much of the information was summarized in a poster the Morrison Institute produced in September 1997.

Phase II: Participatory Strategy — "Collaborating to Prevent Violence" — the Steering Committee launched five Work Groups, involving more than 300 people, to develop the best ideas to prevent violence in the Phoenix area. The Work Groups' initiatives are presented later in this report.

Phase III: Implementation — will connect the initiatives with the people and organizations who can help develop them further and then put them into action.

Phoenix Violence Prevention Initiative – Highlights and Timeline: 1996-1998

November 1996

- The City of Phoenix, Arizona Supreme Court, Greater Phoenix Leadership, Maricopa County Attorney's Office, Maricopa County and Arizona State University's Morrison Institute for Public Policy form a partnership to initiate a widespread, collaborative process for developing the region's first violence prevention strategy.

February 1997

- The newly-formed Phoenix Violence Prevention Initiative sends letters of invitation to more than 40 local business, civic, and government leaders asking them to participate in the Initiative as Steering Committee members.

March 1997

- UCLA Professor Dr. James Q. Wilson (who formulated the "Broken Windows" theory of crime) kicks-off the Initiative with a keynote luncheon speech to more than 200 people.
- The PVPI Steering Committee meets for the first time and consults with Dr. Wilson about how to proceed with the Initiative.
- An editorial in the *Arizona Republic* about PVPI states, "Maybe, just maybe, the seeds have been planted (through PVPI) to turn the proverbial corner (on youth violence)."

April 1997

Phase I Begins

- The first phase of the Phoenix Violence Prevention Initiative ("Understanding the Problem") begins with presentations to the Steering Committee regarding violence prevention in prenatal and early childhood years, and violence in families and schools.
- Presenters to the Steering Committee are: Carol Kamin (Children's Action Alliance, Phoenix), Claudia Camacho and Abel Parra (students, Phoenix), Debbie Dillon (City of Phoenix), and Art Lebowitz (Phoenix Union High School District).

May 1997

- Presentations to the Steering Committee regarding violence prevention in neighborhoods and domestic violence.
- Presenters include: Assistant Phoenix Police Chief Ernie Bakin, Commander Mike McCort (City of Phoenix), Judy Vandegrift (Morrison Institute, ASU), Donna Neill (Westwood Neighborhood Association, Phoenix), Brian Nelson (West Phoenix Business Alliance), and Madora Moore, Ramona Crumpe, and Margarita Rodriguez (neighborhood activists, Phoenix).

June 1997

- Presentations to the Steering Committee regarding violence prevention in the workplace and violence issues from the perspective of the court and probation systems.
- Presenters: Lynne McClure (McClure and Associates, Tempe), Maricopa County Attorney Rick Romley, Maricopa County Chief Juvenile Probation Officer Cheryln Townsend, Maricopa County Chief Adult Probation Officer Norman Helber, Superior Court Commissioner David Anderson and Supreme Court Administrative Director David Byers.

Phoenix Violence Prevention Initiative – Highlights and Timeline: 1996-1998

July 1997

- Presentation to the Steering Committee regarding "what works" in violence prevention programming in the U.S., based on evaluation and analysis.
- Dr. Lawrence Sherman (University of Maryland) presents to the Steering Committee the findings from his 1997 publication, *Preventing Crime, What Works, What Doesn't, What's Promising.*

September 1997

- The Steering Committee meets to discuss the process and organizational structure for PVPI's Phase II ("Collaborating to Prevent Violence") in which smaller Work Groups were formed to devise violence prevention priorities and strategies.
- The Steering Committee votes to form five Work Groups:
  - prenatal and early childhood
  - individual youth
  - schools
  - families
  - neighborhoods and communities.
- The Morrison Institute produces a poster summarizing the "lessons learned" from the first phase of the Phoenix Violence Prevention Initiative.

December 1997

Phase II Begins

- More than 300 invitees agree to participate in Phase II by attending the kick off of PVPI's five Work Groups.
- The Work Groups are each co-chaired by one Steering Committee member and one non-Steering Committee member.
- Each of the Work Groups meets for the first time to establish timelines, schedules, and future meeting dates.
- Several of the Work Groups brainstorm, discuss, and vote to designate the "priority issues" within their broad domain and begin to discuss ways to address the priority issues.

January-March 1998

- Each of the five Work Groups meets up to five times to discuss "what works and what doesn't work," associated with their priority issues.
- Each of the Work Groups brainstorms and discusses violence prevention strategies to be undertaken in its domain.
- The recommended strategies and implementation steps are presented by the Work Group co-chairs to the Steering Committee.

April-June 1998

- The draft violence prevention strategy document is reviewed.
- The Phoenix City Council is briefed by PVPI co-chairs and Steering Committee members.
- Final strategy is announced.

Phase III Begins
("Implementation of Strategies").

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TABLE 1: THE WHO, WHAT, WHEN, WHERE AND WHY OF VIOLENCE

Who?	**Adults.** Adults constituted 77% of the total number of violent offense arrests in Phoenix. In 1996, juveniles accounted for 23% of total violent offense arrests. **Males.** Males (juvenile and adult) accounted for 76% of all arrests for part I violent offenses in Arizona in 1996. (Adult males constituted 51% of all violent arrests, juvenile males accounted for roughly 24% of all violent arrests.) **Whites and Hispanics.** Whites accounted for 85% of all arrests for part I violent offenses in Arizona in 1996; persons of Hispanic origin (any race) accounted for roughly 30% of arrests for violent crime in Arizona in 1996. **People on drugs.** Fifty six percent of all persons arrested for a violent crime in Phoenix are either under the influence of drugs or test positive for using drugs recently.
What?	**Violent and property crime.** After peaking in 1993, the City of Phoenix' rate of violent crime (murder, aggravated assault, forcible rape, and robbery offenses per 100,000), has declined for four straight years (1994-1997). Additionally, the rate of property crime (burglary, larceny, motor vehicle theft and arson offenses per 100,000) peaked in 1995, and has declined in both 1996 and 1997. Although recent media reports have correctly publicized an increase in the Phoenix Crime Index total (the total number of violent and property offenses reported in a year), these reports fail to account for the large in migration of population to the area which can drive the overall rate of crime down even when the total number of offenses is going up. **Aggravated assault and larceny-theft.** In the City of Phoenix in 1997, the largest number of violent crime incidents involved aggravated assault (6,048), while the largest number of serious property crime incidents involved larceny theft (61,635; larceny theft does not include motor vehicle theft). During 1997 in the City of Phoenix, there were 172 homicides reported to police, 478 rapes, 3,725 robberies, and 6,048 aggravated assaults (part I violent offenses); 21,027 burglaries, 61,635 larceny/thefts, 18,619 vehicle thefts, and 277 arsons (part I property offenses).
Against Whom?	**Persons of the same race.** In Phoenix, most homicide victims are of the same race/ethnicity as their killer. Similar victim data for violent crimes other than homicide is not compiled. **Disproportionally Blacks and Hispanics.** According to the Phoenix Police Department, Blacks were 21% of all murder victims, but constitute only 5% of the population. Similarly, 36% of all homicide victims were of Hispanic origin, while making up only 24% of the overall population. **People they know.** Most homicide victims know their killer in some way (i.e., relative, spouse/parent, acquaintance).
When?	**Saturdays, 6pm-2am.** Saturday is the most common day of the week for a murder to occur in Arizona, and generally the highest number of murders occur between the hours of 6pm and 2am. Similar data for violent crimes other than murder are not compiled.
Where?	**Street and homes.** A study of 205 homicides in Phoenix recently revealed that 46% occurred on streets, in parking lots, parks, or fields. An additional 48% of murders occurred in a residence. In 1996, 53% of all robberies in Arizona occurred on the highway (streets, alleys, and sidewalks).
Why?	A study of Phoenix homicides in recent years revealed the top five reasons listed for murders as: 1. Verbal disputes/mutual combat; 2. Domestic dispute (either partner, child or relative); 3. Narcotic related; 4. Gang related, and 5. Robbery/burglary.

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SOURCE: PHASE I PVPI

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What is a Preventive Approach to Violence?

The dedicated effort of all sectors of society is needed to prevent violence.

Before presenting the strategy developed specifically for the Phoenix area, it is useful to review what is generally meant by violence prevention. The following seven points provide a simple, accessible summary of the latest thinking about what a prevention strategy is and what the design of an effective strategy would entail. Although violence-prevention efforts can take many forms, and there is a large volume of literature on the subject, these seven "statements" effectively convey the what, how and why of prevention. They also represent the substantive input the Steering Committee received during the educational phase in preparation for the strategy development phase of the Phoenix Initiative.

- **Violence prevention is about efforts to prevent or interrupt problems from developing into greater hardship and the need for more costly responses.** It is analogous to the preventive philosophies that are now influencing modern medicine: preventing violent events from occurring in the first place is much cheaper — in dollars and in human misery — than attempts to clean up the problems that follow them. A large part of the strategy involves giving people the information, skills, attitudes, supports and opportunities that can inoculate them from drug use, school problems, teen pregnancy, and delinquency.
- **Violence prevention strategies are typically directed at young people, and increasingly at their families and home situations.** As such, these strategies involve efforts to repair ruptured family structures and inadequate life skills, and to compensate for the consequences of living in troubled communities. The reasons for targeting youth are obvious. What, many ask, could be more important than helping young people navigate the passage from childhood to adulthood without falling prey to drugs, early pregnancy, poverty, crime, family break up, abuse, violence and school drop out? While many young people are able to avoid educational failure, serious injury, disease, jail, and economic incompetence, far too many of our future

workers, parents and citizens are at high or moderate risk for such outcomes. Most observers agree that the social and economic forces confronting youth today are far more challenging than they were 20 years ago, putting them at much greater risk for troubled futures.

The reason for targeting families for support and attention, along with young people, is simple: families have a major influence on shaping youth. In fact, families are both a large contributing factor to the problem and to the solution for many of the problems noted above. For example, a myriad of research shows that "crime-prone youth are more likely to come from families where parents are abusive or neglectful, provide harsh or erratic discipline, or exhibit marital discord" (Mendel, 1995). Conversely, children in healthy families who feel loved, valued and supervised have a greater chance to get a good education and become productive members of the society and are, therefore, less likely to commit acts of violence and substance abuse. As one veteran criminologist put it, "The closer the child's relationship with his parents, the more he is attracted to and identified with them, the lower his chances of delinquency" (Wright & Wright, 1994). This finding holds consistent in one- and two-parent families alike.

- **Prevention, for a chance to make a large difference, needs to start very early in life, perhaps as early as the first two or three years.** Public discussions of prevention programs usually emphasize targeting high-risk youth in the ages where juvenile delinquency is most prevalent, around 15 to 20 years of age. Many of these programs focus on dispute-resolution skills, mentoring, after-school activities and anti-truancy programs. But a diverse group of experts — including scholars, pediatricians, and police officers — is beginning to strongly advocate targeting younger children. The key to prevention, this group says, is to "alter the way in which at-risk children experience the first few years of life." UCLA professor James Q. Wilson explains, "during these years, some children are put gravely at risk by some combination of heritable traits, prenatal insults (maternal drug and alcohol abuse or poor diet), weak parent-child attachment, poor supervision, and disorderly family environment" (Wilson, 1994). Promising strategies to counter-attack such negative life circumstances include good prenatal care, home visitation programs for newborns at risk of abuse and neglect, steps to strengthen parents' skills for dealing with crises, and initiatives to prepare children for school.

Many get-tough-on-crime folks have come to agree with social scientists and health care professionals that quality early childhood programs, quality after-school programs, and early intervention programs for families at risk will, over the long haul, reduce crime. One of the latest such endorsements comes from a bi-partisan group of police chiefs, prosecutors, crime victims' advocates, and scholars from throughout the U.S. This diverse group recommends the adoption of three policies as the cornerstones for crime prevention:

- Provide all infants, toddlers, and preschool children access to quality child care at a price their parents can afford;
- Strengthen families and reduce child abuse, neglect and delinquency by offering all parents "parenting coaches" through proven home visiting programs, as well as access to community-based family resource programs; and
- Provide all of America's school-age children and teens access to after-school, weekend and summer programs that offer recreation, academic support and community service experience (*Fight Crime, Invest in Kids, 1998*).

Table 2 briefly describes a sample of prevention programs divided by age group and includes any evidence from published research reports of their success.

- **Recognizing the full range of odds that need to be overcome – childhood impulsivity, low self-esteem, incompetent parenting, disorderly neighborhoods – effective preventive tactics will need to be intensive and multi-pathed, not quick and cheap.** Within the scholarly and professional communities, in fact, an important consensus has emerged about the factors associated with **less** successful programs and outcomes (America Youth Policy Forum, 1997). These factors include:
  - Single-component interventions addressing only one dimension of a young person's or family's developmental needs;
  - Short term or low-intensity interventions (e.g., contact or service occurs infrequently); and
  - Overlooking the importance of family, peers, and community in providing the supports and positive reinforcements to sustain forward progress in the program and outside it.

  In other words, it takes time, continuous involvement, and a range of preventive interventions involving frontline institutions such as schools, community organizations (including faith-based), health care institutions, and the media to change the pathways through which aggressive children develop into productive, rather than violent, adults.

- **The dedicated effort of all sectors of society is needed to prevent violence.** Government can be in the forefront of action and should be bold in citing the proven value of offering programs aimed at preventing – not just reacting to – the causes and conditions that put large numbers of children and families at risk of criminal careers and other poor outcomes. But government cannot do the job alone. The work of formulating prevention programs and policies should be embraced by all concerned groups and citizens. In fact, Princeton Professor John Dilulio argues that "America's ultimate anti-crime insurance policies are not cops, judges, probation officers, or prison guards; they are instead good parents, caring friends, inspiring teachers, local religious leaders, dedicated co-workers, and decent employers" (Dilulio, 1995). And after spending more than a decade interviewing and observing justice officials all across the country, Professor Dilulio is convinced that most cops, judges, probation officers, corrections officials and criminologists see it that way.

  Dilulio and others also hold that over the last several decades, most anticrime efforts in America have been, and continue to be, private, not governmental: "Parents have lectured their children to be more careful. Homeowners have purchased burglar alarms. Car owners have bought anti-theft devices. Neighbors have established town watch groups. Businesses have hired small armies of private security guards." In other words, Americans have been focused on doing whatever it takes to make the environments in which they live, work, recreate, attend school, and shop less vulnerable to crime. Were it not for such private anticrime efforts, Dilulio maintains, the nation's crime problem would surely be worse than it is today. The challenge now, according to Dilulio and others, is to get Americans from every socioeconomic and demographic description to join forces to address root causes of crime and to take up the task of prevention, not just the task of deterrence.

Table 2. Examples of Evaluated Prevention and Early Intervention Programs

Early Childhood Programs:

Perry Pre-School (Michigan): A two-year pre-school educational program in the early 1960s for children in poverty, with weekly home visits by teacher. Benefits included crime reduction, increased earnings, welfare reductions, and school cost savings.

Syracuse Family Development (New York): A five-year early 1970s program for low-income, mostly single parent, families with prenatal care, weekly home visits, parent training, child care, and nutrition. At follow-up, ten years later, children showed reduced rates of delinquent or criminal acts.

Avance Family Support and Education (Texas): A multi-strategy program in the 1970s for birth to two-year-olds and their families providing adult-focused, parent-focused, and child-focused services via home visits, in centers and linkages to key services (parent job training and education). These "two-generation" programs are designed to serve children and their parents simultaneously, giving parents the tools to improve their own lives. Showed positive effects in parenting and large increases in mothers obtaining GED.

Healthy Families (Arizona): After an in-hospital assessment, at-risk families with newborns receive tutoring in parenting, child development, family health, and stress management through home visits and links to variety of services. Auditor General report found reductions in child abuse, improved child health, and less dependence on welfare.

Cash Incentives (Oregon): Cash incentives as low as $50 per month given to young, low income pregnant women and their family or friends to quit smoking. Study shows women four to five times more likely to quit smoking than their counterparts who receive the same counseling and education, but no money.

Middle Childhood Programs:

Seattle Social Development Project (Washington): A classroom management and instructional program for grades 1 to 6 with components designed to prevent delinquency and substance abuse. Evaluation shows program is effective in reducing felonies and is cost-effective.

Families and School Together (FAST Start) (14 states): An initial eight-week school-based training program, with two year follow-up, for at-risk students, their parents, educators, and service agencies to deal with drugs, alcohol, abuse and abandonment family situations. Shows impressive results improving behavior problems, family cohesion, and parent involvement in schools; long-term, many parents got jobs or sought treatment and counseling.

Adolescent Programs:

Big Brothers/Big Sisters Mentoring (Arizona and national): An intervention that matches youth with a positive, caring adult volunteer for at least a year. Shows significant delays in the onset of drugs and alcohol usage, plus boosts in school retainment and performance.

Quantum Opportunities (5 communities in 5 states): The intervention was a four-year program for disadvantaged high-school youth that included mentoring, tutoring, life skills, and financial incentives to graduate. Shows strong positive effects on graduation and college attendance rates.

Safe Alternatives and Violence Education (SAVE) (California): 1-day class on violence education and awareness started in 1993 for students age 10-18 at risk of expulsion (weapons violations) and their parents. 78% of students remained violence-free for two years.

- **The track record for funding preventive measures is a "mixed picture."** A highly charged and impatient political environment has resulted in public financial support being alternately offered and withdrawn. Most often, prevention programs have been pilot or experimental projects operating on meager budgets and implemented on a small scale. Typically, it has been a scramble for resources to help a few dozen or a hundred out of a community's thousands of at-risk kids and families. In Arizona, for example, Healthy Families, a successful, comprehensive program assisting new parents, served just 5.5% of the 13,997 eligible at-risk births in Arizona in 1996.

  Because programs like Healthy Families are capitalized on an annual basis by legislative appropriations, they typically cannot grow to effectively meet demand if it is large or rapidly expanding. The result: even when programs appear effective at providing a quality good or service, their impact and benefits are not fully realized because they are under-capitalized and their "reach" is often modest (Mendel, 1995).

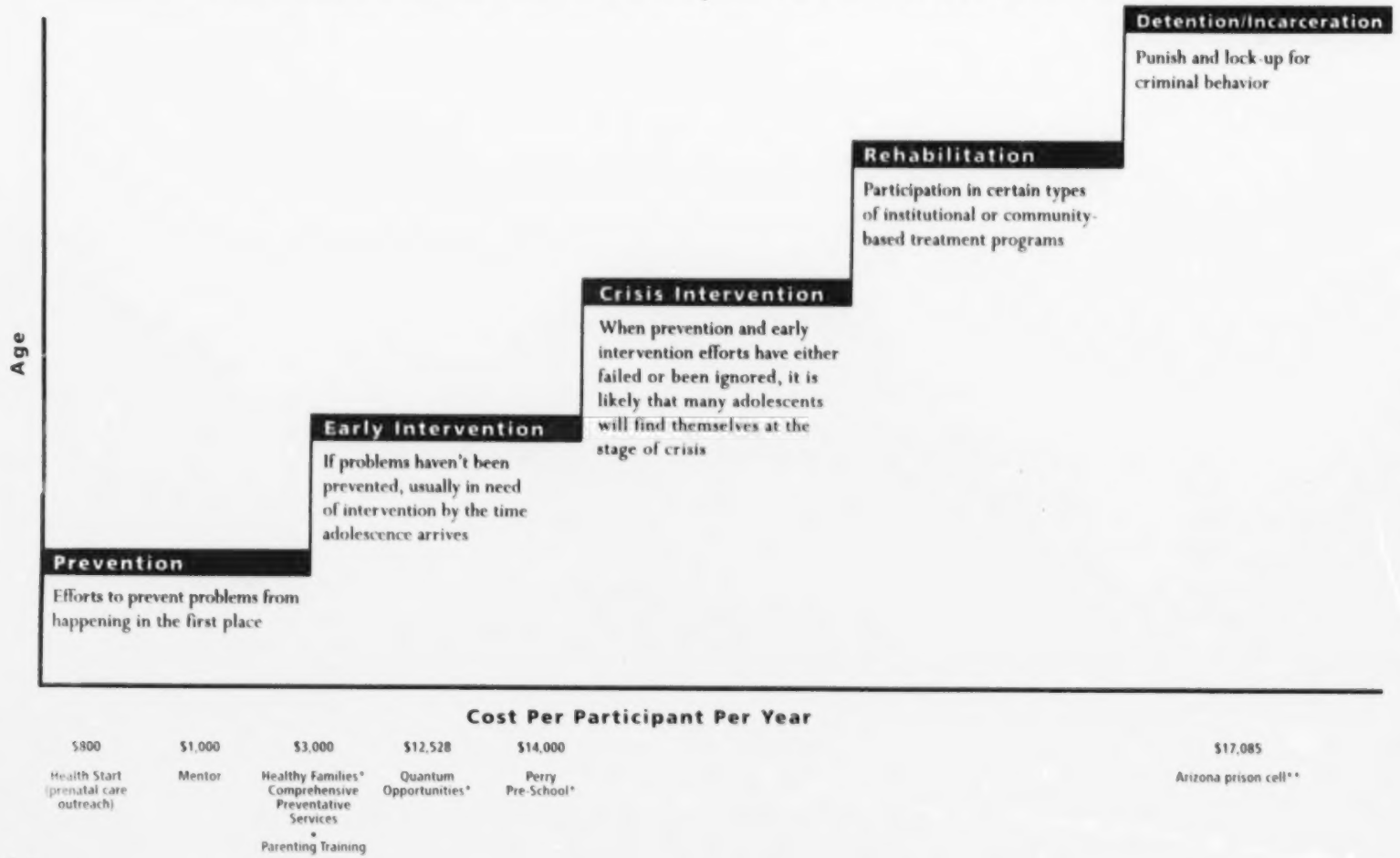
- **Even so, the economic advantages of prevention are both persuasive and encouraging.** Although most prevention programs in the U.S. and Arizona have never fully reached their "market" or been rigorously evaluated, some have shown measurably better outcomes for those served and for their communities. Research shows, for example:

  - For every $3 spent on child abuse prevention, we save at least $6 that would otherwise be spent on child welfare services, special education, medical care, foster care, counseling, and juvenile justice (Bryant & Daro, 1994);
  - A recent study by Professor Mark A. Cohen of Vanderbilt University estimates that each high-risk youth prevented from adopting a life of crime could save the country from $1.7 million to $2.3 million (*Fight Crime, Invest in Kids, 1997*);
  - Young people in well-conducted mentor programs (i.e., programs connecting young people with adults who care about them and help them develop and grow) are 45% less likely to begin to use drugs, 27% less likely to begin to use alcohol, 32% less likely to initiate physical violence, 37% less likely to skip class, and 52% less likely to skip days of school (American Youth Policy Forum, 1997);
  - A mentor costs about $1,000 per match whereas one incarcerated person costs taxpayers an estimated $21,000 per year (according to RAND), plus police and court costs, prison construction costs, insurance costs, and incalculable costs to victims (Greenwood et al., 1996).
  - In Arizona a voluntary home visiting program providing high-risk families and their newborns with counseling, assistance with parenting skills and links to health care services costs $3,000 per participant per year, while incarceration in an Arizona prison cell costs $17,085 per inmate per year excluding capital costs (Arizona Department of Corrections, 1996 Annual Report).

Figure 1 is an illustration of the cost continuum for a sample of prevention programs as compared to the incarceration alternative. It also illustrates the economic advantages of attacking problems at a very early age.

Figure 1. Continuum of Cost

This figure illustrates the costs for a sample of prevention programs as compared to the incarceration alternative. It also illustrates the economic advantages to attacking problems at a very early age.


Age
Prevention
Efforts to prevent problems from happening in the first place
Early Intervention
If problems haven't been prevented, usually in need of intervention by the time adolescence arrives
Crisis Intervention
When prevention and early intervention efforts have either failed or been ignored, it is likely that many adolescents will find themselves at the stage of crisis
Rehabilitation
Participation in certain types of institutional or community-based treatment programs
Detention/Incarceration
Punish and lock-up for criminal behavior
Cost Per Participant Per Year
$800
Health Start (prenatal care outreach)
$1,000
Mentor
$3,000
Healthy Families* Comprehensive Preventative Services
•
Parenting Training
$12,528
Quantum Opportunities*
$14,000
Perry Pre-School*
$17,085
Arizona prison cell**

*See Table 2 for program descriptions **Excluding capital costs

Source: Morrison Institute for Public Policy

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An Integrated Framework for Violence Prevention

With this substantive input, the PVPI Steering Committee wisely recognized that the most promising preventive approaches attack the problem from a number of angles and involve an array of interests and citizens in their design. The process for developing the area's first comprehensive violence prevention strategy, therefore, evolved into a five-track approach with more than 300 people participating. One track focused on strategies directed toward infants, toddlers, young children and their caregivers, while another track focused on strategies more appropriate for teenagers and adolescents. A third track emphasized families and home situations; the fourth track focused on school-based preventive efforts; and the fifth track concentrated on interventions at the community and neighborhood level.

A framework for thinking about the interconnection among these five tracks, and ultimately the key elements of a prevention strategy is presented in Figure 2. The framework is based on research evidence that young peoples' ability to grow into healthy, nonviolent, mature adults is greatly influenced by:

- Guidance from their families and caregivers;
- Skills and knowledge acquired at school;
- Supports and experiences in their neighborhoods; and
- Reinforcements and opportunities in the larger community.

Figure 2. An Integrated Framework for Violence Prevention

The challenge in creating a prevention strategy is, therefore, to think about the types of initiatives that could be developed to address weaknesses within each of the four elements and to strengthen the capability of each one to contribute positively to youth development. Further, these initiatives need to be differentiated and appropriately designed for at least two age groups: prenatal and early childhood (0–5 years of age) and children and youth (6–18 year-olds). Examples of what these initiatives might include are shown in the diagram to the right:

Prevention Examples

Youth Needs	Prevention Initiatives
Guidance from family:	• Strategies to enhance parent skills • Strategies to improve mother's health and enhance prenatal care
Skills/knowledge acquired at school:	• Strategies to keep kids in school • Strategies to improve academic performance • Classroom curricula to teach critical life skills (goal setting, decision making, communication, problem solving)
Supports and experiences in neighborhood:	• Neighborhoods organize to "watch" and report crimes • Neighborhood-based service centers to link families with assistance • Policing strategies emphasizing community policing
Reinforcements from the larger community:	• Public awareness campaigns to discourage violence • Programs to connect caring adults to kids • Supervised, well-designed non-school hour programs and jobs for youth • Access to quality and affordable child care

3

13 Phoenix Violence Prevention Initiatives

The building blocks of the Phoenix strategy

There are 13 initiatives which constitute the building blocks of the Phoenix violence prevention strategy. Table 3 highlights the initiatives by major objective.

Looking at Table 3, some may ask, where are the initiatives addressing drugs, gangs and guns? It is a sensible question because often, these are the issues that grab headlines. However, lurking behind the question may be a large and fundamental misunderstanding of the concept of prevention.

Media commonly report about the prevalence of weapons on the streets and violent crime perpetrators being on drugs, abusing alcohol, and displaying gang colors. It is almost equally common to hear politicians propose dramatic solutions – drug busts, gang patrols and weapon melt-downs – in reaction to these problems. And so it may be a little perplexing to some that this document does not contain similar, explicit gang, drug and gun initiatives. Instead it focuses on good prenatal care, home visitation programs for newborns at risk of abuse and neglect, initiatives to provide mentoring and after-school programs, and steps to repair neighborhood decay and blight.

This question does not arise, however, when one understands that the road to violent crime begins in early childhood and that fighting gangs, drugs, and guns in the long term has a great deal to do with parenting skills, prenatal care, and structured youth activities. There is now a body of evidence to suggest that whenever adolescents experience sustained, positive adult relationships, cooperative activities with peers, high expectations, responsibility, and recreation, good things happen: kids don't use drugs, don't join gangs, and don't drop out of school. In general, delinquency takes a nose-dive. There are corollary findings which suggest that whenever

children are abused and neglected by their parents, left to look after themselves in non-school hours, experience school failure, and live in disorderly neighborhoods, bad things happen: children engage in at-risk behaviors i.e., tobacco, alcohol, illicit drugs, sex and antisocial behavior.

Both sets of data provide compelling suggestions about where prevention efforts should be concentrated. The argument is not so much that the more "dramatic" intervention efforts are unnecessary, but rather it is a statement about the limits of such efforts over the long haul.

The 13 Phoenix Violence Prevention Initiatives are the results of five Work Groups: (1) prenatal/early childhood, (2) individual youth, (3) schools, (4) families, and (5) neighborhoods/communities. Each Work Group identified and developed consensus around the best ideas to prevent violence from its particular perspective. Each group was co-chaired by two people, staffed by a facilitator, and made up of volunteers from the Valley's public, private, education, media and community sectors. They met at least five times in a four-month period, moving from identifying critical problems, to generating possible solutions, to developing action initiatives. Appendix A shows the "road map" for the Work Groups' tasks and process.

The text that follows presents each initiative, along with rationale, goals, and key implementation steps. While edited by the Morrison Institute to provide similar structure and to eliminate duplication in initiatives, the reports genuinely reflect community input. Work Group participants should be able to see their work in each report.

Table 3. Overview of Initiatives

As a "package" the Work Group initiatives fit into five major themes:

1. Fill "gap periods" in school-age childrens' supervision and activity by:

- Providing for greater variety, numbers, and access to after-school, weekend, and summer activities (Youth, Schools, and Prenatal/Early Childhood Work Groups)
- Expanding the scope of existing effective youth jobs programs (Youth Work Group)

2. Strengthen youth support systems by:

- Increasing numbers and training for mentors (Youth Work Group)
- Providing for more school-based case management which promotes interdisciplinary teams (e.g. counselors, nurses, probation officers, social workers, school resource officers) to work with youth and their families to gain access to services and monitor their progress (Schools Work Group)
- Promoting changes in school policies which currently deter the development of alternative schools for students who are expelled/dropout and the placement of students in such facilities (Schools Work Group)

3. Strengthen parental support systems by:

- Adding services at existing community resource centers to provide a) parent training and b) case managers to help families gain access to an array of services (Families Work Group)
- Developing a strong media campaign to raise awareness about the importance of early childhood development, the prevalence and consequences of domestic and child abuse, and the services that are available to help (Prenatal/Early Childhood and Families Work Groups)

4. Guarantee "Right-Start" services to all Phoenix preschool children by:

- Expanding prevention and early intervention services to all at-risk families, providing prenatal care to all pregnant women and health care coverage to all children (Prenatal/Early Childhood and Families Work Groups)
- Expanding access to high quality and comprehensive early childhood programs and child care (Families and Prenatal/Early Childhood Work Groups)
- Developing long-term funding solutions to early childhood and families issues (Prenatal/Early Childhood Work Group)

5. Strengthen Neighborhoods' Assets and "Protective Factors" by:

- Making Phoenix neighborhoods less hospitable to crime by upgrading infrastructure, providing needed community development resources (parks, community resource-centers, infill housing, streets), and expanding community policing resources (Neighborhoods and Families Work Groups)
- Adopting city-wide policies addressing density, zoning, and code enforcement, and blight elimination so as to prevent and mitigate criminal activity (Neighborhoods Work Group)
- Offering more technical assistance and resources to stimulate participation of residents in neighborhood self-help activities (Neighborhoods Work Group)

Summary of Work Group Processes

Prenatal/Early Childhood Work Group

Co-Chairs: Carol Kamin and Francie Mallery

- Seven meetings with an attendance range of 15 to 35
- Representation on the group included: child care providers, the courts, Child Protective Services, the March of Dimes, City of Phoenix, and the Governor's Office
- Major initiative areas recommended: public awareness campaign; prenatal care for all pregnant women and health care for all children; early intervention services for all families at risk; universal access to high quality and comprehensive childhood and after school programs; and, a "percent to prevent" policy at every level of government

Individual Youth Work Group

Co-Chairs: Ed Eisele and Cheryln Townsend

- Five meetings with an attendance range of 20 to 50
- Representation on the group included: volunteer organizations, probation, Big Brothers/Big Sisters, education, City of Phoenix, and both the County and U.S. Attorney's offices
- Major initiative areas recommended: increased programs and activities during non-traditional school hours; expansion of regional mentoring efforts; and expansion of jobs for youth programs

Families Work Group

Co-Chairs: Brian Hassett and Judith Allen

- Five meetings with an attendance range of 20 to 40
- Representation on the group included: courts, City of Phoenix, non-profits, police department, the business community, public health department, the Governor's Office, and the faith community
- Major initiative areas recommended: public awareness campaign; and expansion of parenting services and outreach at community resource centers

Schools Work Group

Co-Chairs: Alfredo Gutierrez and Phoenix Councilwoman Peggy Bilsten

- Five work group meetings and one meeting with superintendents; attendance range of 15 to 40
- Representation on the group included: teachers, administrators, students, neighborhoods, City of Phoenix, courts, Boys and Girls Clubs, and Child Protective Services
- Major initiative areas recommended: increased after school programming; more school-based case management to work with youth and their families; and development of more alternative schools and programs for drop-outs and violence-prone youth

Neighborhoods/ Communities Work Group

Co-Chairs: Pastor John Newson and Rita Carillo

- Five meetings with an attendance range of 24 to 32
- Representation on the group included: faith community, neighborhood organizations and citizens, police, City of Phoenix, business community, probation, and courts
- Major initiative areas recommended: infrastructure improvements, expanded community policing, increased technical assistance to neighborhoods, changes in CDBG policy, expansion of PLYS system, strengthening of code enforcement, and changes in zoning policies to address density issues

Initiative

Expand the variety of and access to non-traditional school hours programs and activities for all youth and specifically for "hard-to-reach" youth

Rationale

This initiative addresses a widespread concern among three Work Groups about critical "gap periods" when youth are without the structure and focus of school. Eighty percent of the typical child's time is spent out of school, most often without responsible adult supervision or constructive activities, and vulnerable to peer pressure. Studies show that youth are more likely to engage in risky or delinquent behavior during these after school hours; peak hours for juvenile crime are 3:00 PM-8:00 PM.

It is easy to deduce from this information that non-school hours deserve more attention from policy makers and businesses. Specifically, ways to keep school aged children constructively engaged with adults throughout the day, on weekends and during the summer need to be far more prominently emphasized in anti-crime strategies. It may mean keeping school doors open, finding space, and resolving transportation dilemmas. At best, however, after-school, weekend, and summer programs should not only be an extension of school but also be an enrichment opportunity, a place for arts, sports, hobbies, and safe socializing. Programs should strive to make a difference in the way young people feel about themselves, respect others, take responsibility, and perform.

Recommended Steps

- Identify and "map" existing programs and facilities by school districts with key demographic and juvenile crime data to identify underserved areas
- Conduct focus groups with school officials to identify barriers (e.g., staffing, security, maintenance, liability concerns) to using school facilities beyond normal school hours and explore incentives to do so
- Conduct research to identify best practices in recruiting "hard to reach" youth; identify where such youth are in our community
- Identify public, private, and foundation resources for non-traditional school hours activities
- Establish a task force to explore the feasibility of lobbying the legislature and newly created state school standards board to include dedicated dollars for non-school hours programs in the state schools funding formula. The task force could also explore additional ways to provide resources to schools to provide better options for youth development, including parent fees, corporate partnerships, retired teachers and deferral of city development fees
- Expand the scope and reach of violence- and hate-prevention programs and curricula by seeking partners and resources in the faith (including American Jewish Committee, Ecumenical Council), civil rights (including National Council of La Raza, Urban League, Anti-Defamation League), and civic communities – and portions of the business community – who have long played a role in combating bigotry; and exploring the possibility of a special grant fund within the United Way (or another identified source) dedicated to violence prevention programming for Valley youth

Goals/Benchmarks

Short Term:

- Improve youth and parent access to youth development and supervision opportunity on a full-day, year-round basis

Long Term:

- Attract new "hard to reach" youth (including at-risk youth who are either in school or not in school) into programs and activities during non-traditional school hours as follows: 33% of all "hard to reach" youth by June 1, 1999; 66% by June 1, 2000; and 100% by June 1, 2001
- Make programs and activities during non-traditional school hours and summer available to 100% of Valley youth by January 1, 2003
- Reduce juvenile crime rates during non-school hours

THIS INITIATIVE RECOMMENDED BY THREE WORK GROUPS: PRENATAL/EARLY CHILDHOOD, INDIVIDUAL YOUTH, AND SCHOOLS WORK GROUPS.

13 Initiatives: The Building Blocks of the Phoenix Violence Prevention Strategy

Initiative	**Increase the number of employed youth in the Valley by:** • **Expanding job-readiness and job training programs for youth** • **Obtaining additional incentives (monetary and non-monetary) for Valley employers to hire youth**	• **Expanding the scope of existing effective youth jobs programs**
Rationale	It is now well documented that the majority of juvenile crime and teen pregnancy occur between the hours of 3:00 PM and 8:00 PM – an idle time in the lives of many youth which lacks the structure of school or an after-school program. Thus, similar to the need for programs and activities during non-school hours for youth, jobs for youth address the concern about these "gap periods" in a young person's life. At a basic level, having a job gives a young person pride, enables them to earn money and – much like programs and activities during non-traditional school hours – keeps them busy and out of temptation and harm's way. But on a longer-term level, the benefits to society from youth employment are tangible. In order to be productive employees in the future, today's youth need to learn beyond the basics of math, reading and writing, and communication. They also need thinking skills, problem solving, reasoning, and a positive attitude, which are often gained through on-the-job experience.	It is clear that employers today want to hire workers who can learn new skills easily, are creative, and work well with others. These qualities are also frequently fostered in youth by their participation in internships, work/study programs, summer jobs, and vocational and career counseling. The importance of jobs for youth programs is underscored by the following facts (Institute of Social Research, 1993): • 85% of high school students have been taught little or nothing about business, yet 69% report wanting to start their own business; • Only 17% of high school seniors have ever participated in a work-study program; • 68% of high school seniors say they would like more career counseling.
Recommended Steps	• Map existing job skills training programs and identify gaps in coverage; identify "best practices" regarding youth job readiness and skills training • Identify where additional youth job skills training should occur (i.e., schools, after school, community colleges, private employers, etc.) • Seek new and additional resources for job skills readiness • Inventory and evaluate existing monetary and non-monetary incentives for Valley companies to hire youth; identify "best practices" in other communities	• Seek local, county, and state legislative changes to expand incentive programs for public and private employers; solicit the assistance of the private sector in securing legislative changes and funding increases • Inventory and map existing youth jobs programs offered through federal, state, city agencies and private sector • Identify gaps and develop strategies to address the gaps • Seek new and additional resources for existing effective youth jobs programs
Goals/Benchmarks	• Create capacity for those youth who want to receive job skills training as follows: 33% by June 1, 1999; 66% by June 1, 2001; and 100% by June 1, 2003 • Increase the number of employers taking advantage of government incentives to hire youth to such an extent that 100% of Valley youth aged 14-21 who want a job have one by 2004	• By June 1, 2004, provide a job opportunity to 100% of Valley youth aged 14-21 who visit a job program in search of a job

This Initiative Recommended by the Individual Youth Work Group.

13 Initiatives: The Building Blocks of the Phoenix Violence Prevention Strategy

Initiative	**Increase the number of active mentors in the Valley by:** • **Seeking a reduction or elimination in the cost and process time of fingerprinting and background checks for potential mentors** • **Increasing both monetary and non-monetary incentives offered by government and private employers**	• **Establishing a one-stop mentorship training program and resource center**
Rationale	It has been said that just a generation ago, a child had more than thirty people in his or her life who knew him or her by name. Today, most children have less than a handful of people who are able to call them by name. Unfortunately, absentee fathers and/or single parents are the norm in the 1990s for many children. Creating an ongoing relationship with a caring adult — through mentorship with a tutor, coach, or any type of mentor — is one answer to this problem. Study after study shows what is already known about the power of mentorship: that those youth who have a positive and consistent relationship with an adult are more likely to be healthy and successful than their counterparts. These relationships are known to protect young people from negative behaviors while fostering values, social skills, and a positive self-identity.	The importance of mentoring is underscored by the following facts: • Children who participated in a Big Brothers/Big Sisters program were 53% less likely to skip school, 46% less likely to begin illegal drug use, and 27% less likely to begin using alcohol (Join Together, 1997). • Nearly two out of three (65%) of 7-14 year olds indicate that they would like to have an adult in their life that they can trust and whom they feel respects them (Join Together, 1997). • About one out of three (33%) children and adolescents aged 10-17 reported that they have a teacher or coach who really cares about them (Join Together, 1997).
Recommended Steps	• Explore the possibility of reducing or eliminating the cost of fingerprinting and background checks for organizations seeking mentors; also explore the possibility of having state agencies be on a single database to avoid multiple fingerprinting • To maintain mentors' initial level of excitement, explore the possibility of speeding the process time for fingerprinting and background checks • If neither a waiver of cost nor a speeding of the process is possible, explore the possibility of legislation or private financial support to assist with defraying the cost of background checks for organizations seeking mentors • Identify "best practices" regarding the use of government and business incentives and other ways to encourage mentoring • Seek new and additional resources for existing mentor programs and mentor recruitment • Explore the possibility of enacting new local/county/state policies to enable all employees to take work hours as paid leave to mentor a child (Bank of America example in Wilson Coalition)	• Explore the possibility of financial incentives to private sector to encourage mentoring, and encourage lunchtime mentoring programs with businesses located in close proximity to neighborhood schools • Seek private companies to pilot the concept of granting employees time off (i.e., "hour a week") to mentor • Explore "best practices" of mentorship training elsewhere and identify where a comprehensive training program should be housed (e.g., United Way, Volunteer Center) • Seek new and additional resources to establish a mentorship resource center • Identify specific goals and curricula related to mentorship training and explore already developed resource guides and handbooks for mentors
Goals/Benchmarks	• Reduce or eliminate the cost of fingerprinting and background checks for all organizations seeking mentors by June 1, 1999 • Increase the number of active mentors (adult to child and child to child) in the Valley to all who want a mentor as follows: 20% coverage of those who want a mentor by Jan. 1, 2000, 40% coverage by Jan. 1, 2001; 60% coverage by Jan. 1, 2002; 80% coverage by Jan. 1, 2003; and 100% coverage by Jan. 1, 2004	• Develop and fund a mentor resource center and training program (free to prospective mentors) which trains and supports 100% of all new mentors, with coverage consistent with bullet above

This Initiative Recommended by the Individual Youth Work Group.

Initiative

Provide for more school-linked interdisciplinary teams (counselors, nurses, probation officers, school resource officers, and social workers) to work with youth and their families to gain access to an array of services and monitor their progress in using them

Rationale

Increasingly, we turn to our schools for help in addressing the social ills that trouble school age children and families. Many of these new agendas (e.g., recreation, cultural enrichment, drug and gang prevention, health care, and meals) are introduced into the schools as a single focus and as an add on service without any change in the commitment of resources or in how the service(s) can be coordinated with other school functions. Typically, a child has access only to the service(s) the school has managed to add on; for example, because some discrete source of funds becomes available, a school resource officer may be added. As a result, young people may not get what they need nor get multiple problems addressed simultaneously. Even if the match of needs and services are well done, the present system of follow up is often weak or non existent.

Fortunately, as a result of these problems, models to integrate health, education, and social services for school age children are increasingly at the forefront of the policy agenda for children. One way to integrate services is the family resource center model where an array of services are provided at, or are coordinated by personnel located at the school or a site near the school. Another model emphasizes case management for referral and follow up. No one model is best; each effort must be tailored to the specific needs and strengths of the school and community to be served.

The Schools Work Group recommends that top level school district officials and other key public agencies make public health and social services integration and linkage to schools a higher priority. Although some new, long term core funding would be helpful for establishing this priority, redirection of existing funds and staff, including relaxing categorical requirements for several existing grant programs, would provide an immediate boost to the effort.

Recommended Steps

- Support increased legislative funding for school resource officers.
- Explore broadening the school resource officers/safe schools program intent and funds to also provide a dedicated funding source for other preventative personnel – counselors, social workers, etc.
- Recruit more state, county, city and non profit agencies to commit a percentage of their budgets and staff to school site services.

Goals/Benchmarks

- Increase percentage of schools that have a network of supportive adults to increase young people's achievement, access to health and social services, and their awareness of educational and other opportunities.
- Decrease percent of students dropping out.
- Obtain a dedicated funding source that allows for flexibility of choice in school based health, social, and safety services.

This Initiative Recommended by the Schools Work Group.

Initiative

Promote changes in school policies which currently deter the development of alternative schools for students who are violent, expelled, or dropout and deter the placement of students in such facilities

Rationale

"Prevention of delinquency appears to be embedded in the prevention of school failure," wrote Jay Dryfoos in *Adolescents at Risk: Prevalence and Prevention* (Dryfoos, 1990). "The acquisition of basic skills appears to be a primary component of all prevention." Thus, programs to enhance academic achievement and keep kids in school have become central to fulfilling the crime prevention agenda. Newer research, however, also suggests that youth at high risk for delinquency have a more immediate need for support and discipline than they have for academic skills. So called "alternative schools" offer one method for educators to enhance the socialization and supervision of high risk youth. These programs typically work with a small number of students and provide individual attention, self paced instruction, peer counseling, leadership training, parental involvement, and a student centered climate.

Alternative schools are the primary education option for students that are suspended or expelled from regular school settings. "Zero tolerance" policies for weapons, drugs, and fighting on campus are boosting the numbers of students needing this option. Unless these students are picked up by an alternative school, the odds are high that they will not complete their education, be hanging out on the streets, and ultimately be in trouble with the law.

Currently, there are a number of barriers to establishing alternative schools in Arizona and to placing students in such facilities. Funding is a particular obstacle. States like Texas enacting "get tough on crime" laws and "zero tolerance" policies in the mid 1990s recognized the implications of such measures and included funds for alternative schools. Similar Arizona legislation contained no such funding provisions. Another difficulty lies with the "100 day rule." Under this rule, when a student is expelled or drops out 100 days after school starts, the state money associated with the student stays at the original school and does not follow the student if he/she enrolls in another school, including an alternative school.

Recommended Steps

- Support legislative proposals to fund regional alternative schools
- Promote changes in current school funding policies and practices (100 day rule, no bonding capacity) that deter the establishment and use of these facilities

Goals/Benchmarks

- Increase percentage of suspended, expelled, and drop out students that earn high school diplomas or equivalent
- Improve young peoples' and school districts' access to alternative schools

This Initiative Recommended by the Schools Work Group.

Initiative

Strengthen families by adding parenting and relationship classes and expanding the amount of case managers at family resource centers

Rationale

Unfortunately, "family life" in the 1990s all too often involves divorce, teen mothers, single parenting, two full time working parents, out of wedlock child bearing and non parental child care. Recent evidence indicates that, compared with children in two parent families, children from one parent families bear a higher risk of dropping out, having children as teenagers, and not being employed by their early twenties (Center for the Future of Children, 1995). Two parent families are not immune to problems, however – pressures leading to violence, physical abuse and neglect can occur in any home. Astonishingly, parental neglect has been shown to be almost as strong a predictor of subsequent violence as physical abuse; one study concluded that 50 percent of children rejected by their parents went on to commit serious crimes (Wright, 1994).

Thus, creating strong and healthy families must be an important link in any violence prevention strategy. But how are strong and healthy families created and perpetuated? One useful tool is parenting and relationship classes which teach parents how to respect each other – and perhaps more importantly how to respect and nurture their children. Sherman et al. have shown that well implemented parenting training is capable of reducing delinquent behavior in children under 14 (Sherman et al., 1996). In addition, relationship building between parents increases communication and respect between adult partners, and can be useful in averting the probability of reducing a two parent household to a one parent household, with the negative effects that often occur.

Professor Sherman also demonstrates that programs which strongly link families to a wide range of social service referrals – such as through schools or family resource centers – can be effective in assisting families with young children to obtain the services they need. Thus, existing neighborhood resource centers are a logical and useful place to house these enhanced resources.

Recommended Steps

- Establish an implementation committee comprised of representatives from interested businesses as well as city, state, and non profit social service agencies. At a minimum, this committee would be comprised of a representative from the Phoenix City Manager's Office, Human Resources Dept., Parks, Recreation and Libraries Dept., Police, Maricopa Public Health Dept., and Arizona Dept. of Economic Security. Non profits represented could include organizations such as Parents Anonymous, Neighborhood Partners, Inc., CASA, and members of the faith community
- This committee would seek collaboration with the local neighborhood groups, offer policy guidance and assist in the coordination of existing services
- Start with one neighborhood as a pilot and implement in depth
- Identify the neighborhood to start in by separating Phoenix into school attendance areas and analyze which ones have the highest rates of family violence (i.e., the number of domestic violence calls and the number of referrals to CPS in each area). Alternatively, one neighborhood coalition has requested that its neighborhood be selected first. They have offered the full time assistance of a Masters level prevention specialist
- The neighborhood partnership will establish an alliance with existing service provider networks
- Identify existing resources utilizing, in part, Community Information and Referral
- Conduct a needs assessment to identify gaps
- Identify and use an existing facility within the neighborhood to "house" the coordinated services
- Obtain and train volunteers to supplement the professionals who will offer a variety of parenting classes, including home visits. (Base the parenting programs on "Healthy Families" and other successful models.)
- Obtain and train volunteers to coordinate services
- Advertise the facility
- Evaluate the success of the facility

Goals/Benchmarks

Short Term:

- Implement an in depth pilot initiative by June 1, 1999
- Evaluate components of pilot initiative

Long Term:

- Expand successful pilot components to other neighborhood resource centers
- Ease the access to supportive community services by offering neighborhood based case management

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This Initiative Recommended by the Families Work Group.

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Initiative

Develop and implement a strong media campaign with three purposes:

- **Raise awareness about the importance of effective parenting and high-quality early childhood programs**
- **Promoting the use of services that are available to help (e.g., neighborhood resource centers)**
- **Raise awareness about the prevalence and consequences of domestic violence and child abuse**

Rationale

There should be little doubt that the media is an effective and powerful influence on public perceptions and attitudes. In recent years, research has proven the linkage between mass media – television shows, music, movies, video games, and news programming – and the American "culture of violence." According to Leonard Eron, Professor at the University of Chicago, "There can no longer be any doubt that heavy exposure to televised violence is one the of the causes of aggressive behavior, crime, and violence in society" (Testimony before the Senate Committee on Government Affairs, Congressional Record, June 18, 1992).

However, while undoubtedly a factor in perpetuating violence, the media can also play an important and positive role in preventing violence. In recent years, for example, the *Arizona Republic* has raised awareness about a variety of issues in its "Saving Arizona's Children" series. With a desire to use media for a similar positive purpose, three PVPI Work Groups recommended a major media campaign to be developed to communicate and promote awareness about violence issues and potential solutions.

The linkage between reducing violence by promoting effective parenting and domestic violence awareness is simple. According to a leading scholar on adolescence, "children who demonstrate anti social behavior come from very non supportive families…" (Dryfoos, 1990). Thus, three separate PVPI Work Groups strongly recommend using the power of the media to promote public awareness, education campaigns, and media productions that will reinforce positive parenting values and have a significant impact on making non violent children and families. Moreover, the media might also be used to help persons who need social or human services find services through the promotion of resource centers and other facilities where they can be accessed.

Recommended Steps

- Establish a committee comprised of media officials, community role models, and experts in media campaigns and fund raising
- Identify other communities with similar campaigns and models to duplicate the success
- Use focus groups to design effective slogans and advertisements
- Explore media and private sources for financial and operational support
- Grassroots outreach through faith community, civic groups, community service organizations, and schools
- Seek additional outreach through a state wide 311 telephone number and use of the *Arizona Republic*'s AZCentral web page

Goals/Benchmarks

- Design a community wide campaign with similar effectiveness as the "smelly puking habit" tobacco campaign
- Have a comprehensive media campaign ready to be disseminated by June 1, 1999
- Begin media campaign June 1, 1999

THIS INITIATIVE RECOMMENDED BY THREE PVPI WORK GROUPS: PRENATAL/EARLY CHILDHOOD, INDIVIDUAL YOUTH, AND FAMILIES.

Initiative

Expand prevention and early intervention services to all at-risk families, provide prenatal care to all pregnant women and health care coverage to all children

Rationale

Although many factors put infants and children at risk of a violent future, nothing predicts bad outcomes more powerfully than growing up with abusive and neglectful parents. Incompetence and abuse takes many forms, from drug and alcohol use during pregnancy (often leading to low birth weight and other birth complications that affect infant survival and health), to harsh and erratic discipline, parental disharmony and rejection of the child. Thus, it is important to recognize that important and meaningful violence prevention strategies can literally start in the womb.

Although poor parenting has serious consequences for kids at any age, it can be most damaging during prenatal development and the first years of life. In recent years, there has also been dramatic increases in the scientific knowledge about the long-lasting and sometimes irreversible impact of the environment on the brain development in babies. A child's brain develops 80 percent of its functions in these first three years, including the ability to learn, cope, and deal with others peacefully. The quality of early care can increase or decrease the ability to learn by 25 percent or more and has a decisive impact on the capacity to regulate emotions.

Because exposure to many risk factors (poverty, abusive parents, poor health care) multiplies the probability that a child will experience difficulties later on (such as drug use, delinquency, and truancy) it is important to provide early childhood prevention and intervention programs that offer a broad array of services to simultaneously address a number of risk factors. For example, comprehensive in-home prenatal care and newborn support programs, when followed by quality, parent-involved child care and preschool, were shown to improve child development and reduce abuse by approximately 80 percent and future violence by between 50 and 75 percent (Carnegie Corporation, 1992; Sherman et al., 1996).

Recommended Steps

- Support full implementation of Kids Care
- Support full funding of the state Health Start program
- Participate in outreach initiatives to ensure families take advantage of available health care
- Support full funding of the state Healthy Families program
- Obtain full funding of family and adult literacy programs
- Support the establishment of a single lead public entity responsible for planning and implementing a coherent system of preventive and supportive services for families with young children

Goals/Benchmarks

Short Term:

- Passage of H.B. 2659 and S.B. 1063 during the 1998 legislative session

Long Term:

- Gain full funding of state Health Start, Healthy Families and Family Literacy programs in 1999 or 2000
- Establishment of a single lead public entity for families with young children by 2000

THIS INITIATIVE RECOMMENDED BY THE PRENATAL/EARLY CHILDHOOD WORK GROUP.

Initiative

Expand access to high-quality and comprehensive early childhood programs and child care

Rationale

In recent years, substantial data and research have proven the value of high quality child care and comprehensive early childhood programs administered during the first five years of life. Perhaps the most widely cited evaluation involves the Perry Preschool in Michigan, a precursor to the present day Head Start program. After tracking the children to age 27, researchers discovered that only seven percent of the children from the Perry program had been arrested five or more times, versus 35 percent among the control group. Sherman et al. adds to the case with the following finding: by combining home visitation parental support programs with quality Head Start, future crime can be reduced by more than half (Sherman et al., 1996). Thus, high quality child care and comprehensive early childhood development are crucial to preventing violence down the road.

The cost of child care, however – regardless of quality – can range anywhere from $4,000 to $10,000 per preschooler annually. For the majority of families (who earn less than $35,000) or two income minimum wage families (who earn only about $21,000 per year), the child care expense can be substantial – as much as 1/3 of their income. Undoubtedly, many families are forced to choose between a lower quality child care (at a lower cost) and being able to pay bills, rent, and putting food on the table. A 1995 survey in Minnesota revealed that one third of parents with children in child care felt the care was so poor, it threatened their child's safety and development (Greater Minneapolis Day Care Association, 1995).

While helping with the cost issue through tobacco settlement funds, this initiative also seeks to improve the quality of child care by creating a Child Care Quality Improvement Sponsorship Program which will address some of the problems that have plagued the industry: staff turnover, low wages, poor training, and a lack of system wide standards. The Child Care Quality Improvement Sponsorship Program will seek private sector support for financial, in kind and technical assistance and help providers become nationally accredited.

Recommended Steps

- Establish a "Child Care Quality Improvement Sponsorship Program" by recruiting businesses that will support current providers with financial, in kind or technical assistance resources; supporting providers becoming nationally accredited; purchasing equipment, materials, and supplies; and developing criteria for provider's participation
- Provide tax credits for individuals or businesses that provide space for programs
- Formally recommend to Arizona's congressional delegation that a portion of the revenue from tobacco be targeted for states to improve the quality and affordability of child care and after school programs

Goals/Benchmarks

- Establishment of a "Child Care Quality Improvement Sponsorship Program" by 2000
- Obtain a set aside from the increased tobacco revenue for improving the quality and affordability of child care and after school programs upon the effective date of federal law

This Initiative Recommended by the Prenatal/Early Childhood Work Group.

Initiative	**Develop funding solutions to early childhood and families issues by:** • **Exploring the possibility of establishing policies at the municipal, county, and state government levels that would dedicate a certain percentage of annual fiscal budgets (i.e. 0.5%, 1% or more) to be spent exclusively on prevention programs/investments**	• **Encouraging the Governor to establish an Early Childhood Financing Commission**
Rationale	Research over the past twenty years has shown that the least expensive and most effective way to prevent violence is to improve the nurturing care of all children – especially those in their early years. Numerous studies have shown that investments in programs to help kids get the right start can reduce crime and criminal justice costs substantially. • It is estimated that for every $1 spent on child abuse prevention, at least $6 is saved on child welfare services, special education, medical care, foster care, counseling, and juvenile justice (Bryant & Daro, 1994); and, • Professor Mark A. Cohen of Vanderbilt University estimates that as much as $1.7 to $2.3 million could be saved by averting a life of crime of just one high risk youth. But violence prevention programs can only work for the children they reach. Too often, too many effective programs reach only a small portion of the children who might be helped because they have been set up as "pilot" or "experimental" projects, and operate on small budgets and small scales. For example, Arizona's Healthy Families programs (a comprehensive program which assists new parents) reached less than 6 percent of the eligible at risk births in Arizona in 1996.	Because many effective programs such as Healthy Families are funded by the legislature on an annual basis, they typically are unable to grow to meet new demand. Thus, even when programs appear effective at providing a quality good or service, their impact and benefits are not fully realized because they are under capitalized and their "reach" is often modest (Mendel, 1995). The first part of this initiative – developed by the Prenatal/Early Childhood Work Group – suggests the adoption of a "percent to prevent" policy at all levels of government to increase funding for prevention and early intervention programs. Based on similar models in Tucson and San Francisco, a "percent to prevent" can take several different forms. One form is a percent (e.g., 0.5% or 1% or more) as a set aside in an entire fiscal budget for a government. For example, a city might decide that 2 percent of its annual budget will be dedicated to prevention and early intervention programs and activities. Another form might come through a citizen initiative which designates a new sales or other type of tax (for example 0.5% or 1% added to sales tax) whose funding is dedicated to prevention programs.
Recommended Steps	• Research other communities' successful adoption of "percent to prevent" principles and explore implementation here at the local, county and state levels • Encourage the Governor and legislature to establish an Early Childhood Financing Commission (based on successful models in Colorado, Washington State, Florida)	
Goals/Benchmarks	• Establishment of policies at municipal, county, and state government levels which dedicate a percentage of their annual fiscal budgets (i.e. 0.5%, 1% or more) to be spent on prevention programs/investments by June 1, 2000.	• Establishment of an Early Childhood Financing Commission by June 1, 1999

THIS INITIATIVE RECOMMENDED BY THE PRENATAL/EARLY CHILDHOOD WORK GROUP.

Initiative	**Make Phoenix neighborhoods less hospitable to violence and crime, beginning with older, troubled areas, by upgrading infrastructure and providing needed community development resources, e.g., parks; community centers offering social and recreational services; street lights; infill housing; zoning and code enforcement; rapid police response; and paving of streets, sidewalks, curbs and gutters**
Rationale	The goal of this initiative is to sustain public safety by enhancing the physical, social, educational and recreational services of Phoenix neighborhoods, beginning with older, troubled areas whose rates of crime and violence often exceed city norms. The key component of this initiative is the emphasis on neighborhood based services and facilities. It responds to research indicating that the ability to prevent serious violent crime may be directly related to the ability to reshape community life in our most troubled neighborhoods. Residents, as well as experts, have concluded that physical improvements, along with integrated social services, can increase quality of life in a neighborhood and thereby reduce violence and crime.
Recommended Steps	• Formulate City of Phoenix guidelines permitting the use of CDBG funds as the local match for infrastructure financing in low and moderate income neighborhoods • Maximize the use of existing neighborhood facilities (public, private and faith oriented) to increase opportunities for delivering community based social, educational and recreational services • Expand coverage of the Phoenix PLUS information system citywide and include data indicating locally based social services; provide technical assistance to facilitate use by Phoenix residents
Goals/Benchmarks	• Institute CDBG policy change by next City of Phoenix funding cycle • Organize coalition of stakeholders to develop implementation plan for services and facility use, which would include steps involved and responsible parties; coalition might be organized by Arizona Ecumenical Council • City of Phoenix, local school districts, and social service agencies to provide combination of in kind and fiscal resources needed to accomplish information system expansion by Spring, 1999

THIS INITIATIVE RECOMMENDED BY THE NEIGHBORHOODS AND COMMUNITIES WORK GROUP.

Initiative

Adopt city-wide policies addressing density, zoning and code enforcement, and blight elimination so as to prevent and mitigate negligent behavior and criminal activity

Rationale

The second Neighborhoods initiative responds to social and physical disorder in neighborhoods, which has been cited as a community risk factor for violent crime. Public policies contribute to such declines through insufficient enforcement of building code violations and other policies or politics resulting in excessive concentrations of high density residential developments clustered in particular neighborhoods. Further, current blight elimination laws are weak, allowing slum and absentee landlords and irresponsible tenants to "eat away" at the safety and quality of life in neighborhoods throughout the Valley. For example, at present an estimated 8 to 10 percent of the Valley's rental housing stock are considered substandard, and as much as 30 percent of problem rental properties are owned by out-of-state landlords who routinely evade blight enforcement efforts.

Recommended Steps

- Form a task force to develop legislative proposals to strengthen code enforcement and criminal abatement laws
- Expand Phoenix city staff to increase code and blight remediation enforcement, and provide technical assistance to neighborhood groups to assist at the local level, such as through the expansion of Phoenix' current Community Prosecution program
- Change local zoning policies to address density issues by: limiting the number of large, multifamily housing projects that can be developed in a given area; down-zoning large undeveloped land parcels located in areas marked by excessive concentrations of multifamily housing; encouraging city acquisition of "troubled" multifamily projects that are for sale, and stipulating density reduction requirements in the terms for market resale

Goals/Benchmarks

- Abatement task force to be chaired by County Attorney's office and comprised of representatives from neighborhoods, the housing industry, and local, county and state governments; recommendations to be ready for 1999 state legislative session
- Add resources in next City of Phoenix budget to expand code enforcement staff and Community Prosecution program; create within the Neighborhood Services Department an outreach effort mobilizing residents to become involved in blight remediation strategies
- Convene immediately the review process needed to revise Phoenix zoning policies relating to multifamily density issues; explore use of City general funds or federal assistance to assist with the acquisition of troubled properties

This Initiative Recommended by the Neighborhoods and Communities Work Group.

Initiative

Increase participation of residents in neighborhood activities, associations and available self-help training programs in order to develop safe, healthy communities and improve local quality of life

Rationale

Although research indicates that, by itself, community mobilization is not always effective against serious crime in low income neighborhoods, it is often considered a necessary condition for other crime prevention strategies to take place. Encouraging community participation, however, is difficult. Therefore, it must be neighborhood based, have long term funding, and be facilitated by trained individuals with bilingual capability. In neighborhoods with existing crime problems, Block Watch programs have proven to be useful approaches to curbing violence as well as encouraging resident participation. Further, community based policing strategies have resulted not only in improved enforcement and response, but heightened interaction among and between law enforcement officers and local neighborhood residents.

Recommended Steps

- Create programs offering Phoenix area residents direct technical assistance to stimulate neighborhood participation and develop local leadership skills; programs should be bilingual, neighborhood based, focused on training, and have long term funding.
- Encourage partnerships among faith community, schools and businesses to support neighborhoods by offering resources, facilities, and/or staff for community programs and events.
- Expand community policing resources to provide for: increased interaction with Block Watch groups; allow community action officers to regularly attend night and weekend neighborhood meetings; and expand training for Block Watch on Patrol.
- Explore the possibility of further decentralizing police resources throughout the city.

Goals/Benchmarks

- Identify a local non profit or community development corporation capable of providing community participation technical assistance; explore funding for services to be delivered from city, state and federal governments, foundations, non profits and/or private sector; establish mechanisms for citizen input regarding services to be delivered.
- Organize public private coalition to promote community partnerships city wide; establish goals to monitor locations and number of partnerships created.
- Phase in funds, beginning with Phoenix' FY '98 99 budget, for increased community policing efforts citywide; consider sales tax referendum or tax on sales of professional sports tickets, as possible sources for permanent funding of community policing goals.
- Convene a planning committee to analyze scenarios for further decentralizing of police resources; consider bond election to finance capital costs of such an initiative.

This Initiative Recommended by the Neighborhoods and Communities Work Group.

4

Implementation Plan

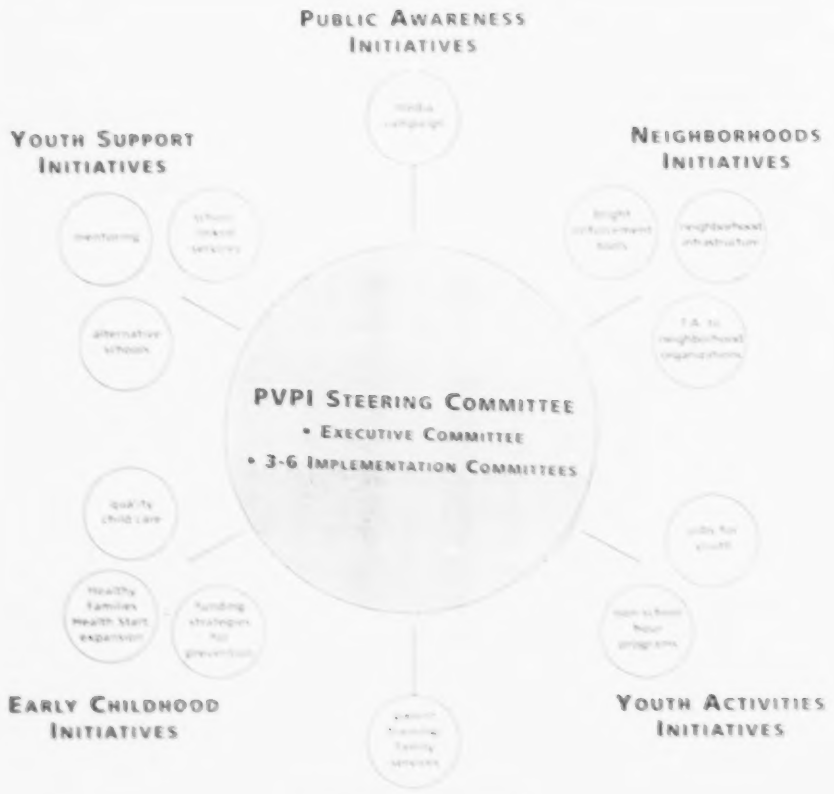
Phase III will connect the 13 initiatives to people and organizations who can put them into action.

Consistently from the start, PVPI has been a coming together of people and resources to deliver an action plan. The plan, containing thirteen initiatives, is presented in this document. The next step is to implement the initiatives.

The purpose of Phase III is to connect the thirteen initiatives to people and organizations who can help develop them further and then put them into action. To that end, the PVPI Steering Committee recommends the following structure for Phase III:

- The partnership among the City of Phoenix, Arizona Supreme Court, Greater Phoenix Leadership, Maricopa County Attorney, Maricopa County, and ASU's Morrison Institute for Public Policy should continue to provide the network and "glue" to leverage community resources to promote violence prevention in the Phoenix metro area.
- The PVPI Steering Committee should continue as the leadership organization responsible for overseeing and monitoring the community's progress toward implementation of the Phoenix Violence Prevention Initiatives. Activities may including fund raising, communication and lobbying support for the initiatives.
- The Steering Committee should establish various committees comprised of PVPI Steering Committee members and others to guide implementation of the initiatives, carry out specific substantial tasks, and make quarterly progress reports.

The schematic that follows graphically depicts this organizational structure as well as the relationships among the initiatives.



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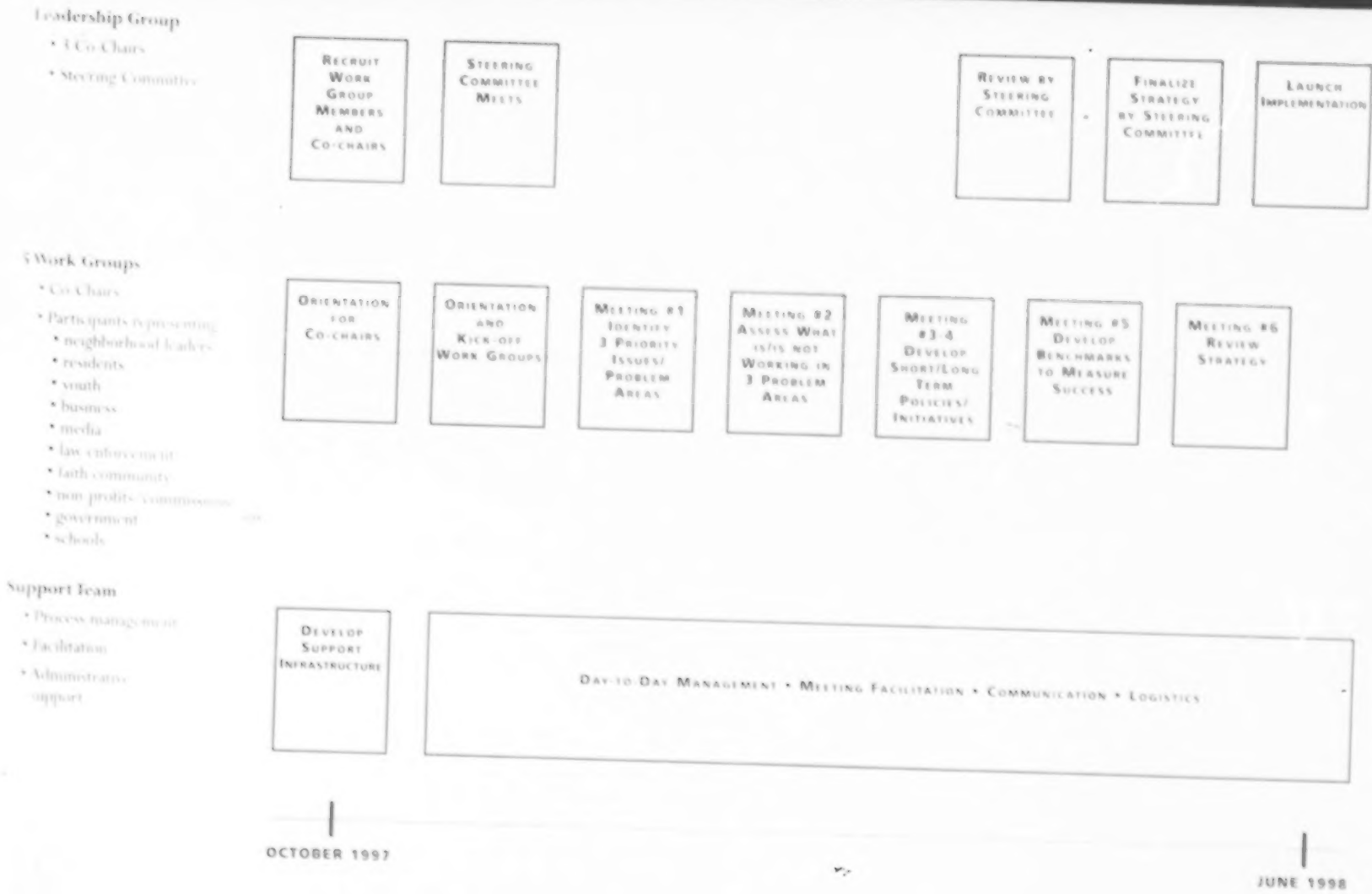
A

Appendix A
Process Road Map
Phase II

The following Process Road Map for the Phoenix Violence Prevention Initiative's second phase provides details regarding the structure and progression of events which led to the development of the 13 initiatives contained in this report. The Leadership Group, consisting of PVPI's Steering Committee and three co-chairs, oversaw the work of more than 200 leaders and citizens in the five Work Groups.

Process Road Map—Phase II



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Appendix B
Steering Committee, Advisory Group, and Work Groups

Steering Committee

Co-Chair—Jack A. Henry, ***Arthur Andersen LLP***

Co-Chair—Frank Fairbanks, ***City of Phoenix***

Co-Chair—Vice Chief Justice Charles E. Jones, ***Arizona Supreme Court***

Carolyn Andrews, *American Express*

Reginald M. Ballantyne III, *PMH Health Resources, Inc.*

Linda Blessing, *Arizona Department of Economic Security*

Claudia Camacho, *Youth Representative, Metro Tech*

James A. Colley, *City of Phoenix Parks, Recreation & Libraries*

George Dean, *Greater Phoenix Urban League*

Robert Donofrio, *Murphy Elementary District No. 21*

L. Edward Eisele, *Hohum Bakery, Inc.*

Paul Eppinger, *Arizona Ecumenical Council*

Ken Fujimoto, *Valley Interfaith Project*

Dennis Garrett, *Phoenix Police Department*

Alfredo G. Gutierrez, *Jamieson & Gutierrez*

Brian Hassett, *Valley of the Sun UnitedWay*

Winfield L. Holden, *PHOENIX Magazine*

Gregg Holmes, *Cox Communications*

Harold Hurtt, *Phoenix Police Department*

Luis Ibarra, *Friendly House*

Michael Johnson, *Phoenix Police Department Advisory Board*

Pam Johnson, *Phoenix Newspapers, Inc.*

Carol Kamin, *Children's Action Alliance*

Jaimie Leopold, *Neighborhood Partners, Inc.*

Bill MacDonald, *MacDonald Direct Marketing, Inc.*

Rick Miller, *Boys and Girls Clubs of Metro Phoenix*

Lawrence Moore, *Public Affairs, Motorola*

William T. Murphree, *Central Arizona Labor Council*

Robert Myers, *Maricopa County Superior Court*

John Newson, *Shiloh Baptist Church*

Johnny Ojeda, *Youth Representative*

Mary Orton, *Central Arizona Shelter Services, Inc (formerly)*

Abel Parra, *Youth Representative, Metro Tech*

Richard M. Romley, *Maricopa County Attorney*

Ernest J. Salazar

Paul Sarzoza, *Chicanos Por La Causa*

Terry Smith, *Governor's Division for Children (formerly)*

Tony Sotelo, *Immaculate Heart Church*

Don Stapley, *Maricopa County Board of Supervisors*

Stan Turley, *Arizona State Board of Clemency*

Alton Washington, *City of Phoenix Human Services*

Manny Wong, *Asian American Times*

Advisory Group

Jacques M. Avent, *City of Phoenix*

Irwin Bakin, *Phoenix Police Department*

R. Thomas Browning, *Greater Phoenix Leadership*

Vincent Carolan, *Arizona Supreme Court*

Ryan Johnson, *Morrison Institute for Public Policy, ASU*

Mark Klym, *Morrison Institute for Public Policy, ASU*

Toby Kornreich, *Morrison Institute for Public Policy, ASU*

Karen Leland, *Morrison Institute for Public Policy, ASU*

Michael McCort, *Phoenix Police Department*

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Rob Melnick, *Morrison Institute for Public Policy, ASU*

Rick Naimark, *City of Phoenix*

Amy Rex, *Maricopa County*

Cheryln Townsend, *Maricopa County Juvenile Probation Department*

Mary Jo Waits, *Morrison Institute for Public Policy, ASU*

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Ed Zuercher, *City of Phoenix*

Prenatal/Early Childhood Work Group

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Co-Chair–Francie Mallery

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Alissa Blackwell, *Department of Economic Security*

Lynn Cannon, *Healthy Mothers Healthy Babies*

Berta Carbajal, *Parents Anonymous*

Lydia Carbone, *Lincoln House*

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Kathryn Coe, *Arizona Department of Health Services*

Marilee Dal Pra, *Maricopa County Adult Probation*

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Pam del Duca, *Del-Star*

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Nancy Friedman, *U.C.Y.F.*

Sarah Greenway, *Child Protective Services*

Dyanne Greer, *Office of Maricopa County Attorney*

Bruce Harvey, *Family Service Agency*

James Helfers, *Grand Canyon University*

Dennis Hinz

Owen Jones, *School of Law, Arizona State University*

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Kathryn Keve, *Scottsdale Links Project*

Steve and Catherine Lance, *Lance Marketing Group*

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Bruce Nittle

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Marsha Porter, *Cross Nursery*

Melinda Pratt Martinez, *Human Services Commission*

Christine Ptasznik

Arnold Ramirez, *City of Phoenix*

Valorie Robertson, *Healthy Families Arizona*

Wendy Sabatini, *Child and Family Resources*

Nefretari Salahdeen, *Alfred E Garcia School*

Sylvia Salas

Elyse Smith, *Friendly House*

Mary Steenhoek

Denise Thompson, *I.B.I.I.*

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Penny Willrich, *Juvenile Court*

Diane Yazzie Devine, *Indian Rehabilitation*

Dwayne Yourko, *Honeywell*

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Co-Chair–Cheryln Townsend, *Maricopa County Juvenile Probation Department*

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Rosemary Arana

David Barnhouse

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Joel Breshin, *Anti-Defamation League*

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John Foreman, *Superior Court*

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Gary Goss, *SAFE School Probation Officer*

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Michael Hughes, *Pre-Hab of Arizona*

Camille Jenkins

Carol Kratz, *Maricopa Association of Governments*

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Erik Kropp, *City of Phoenix*

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Rick Miller, *Boys & Girls Clubs of Metro Phoenix*

Kate Muldoon, *Volunteer Center*

Sue Myers, *Ironwood Bible Church*

Sandy Naatz, *Center Against Sexual Abuse*

Nona Pavestewa Romero, *Parents Anonymous*

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Nancy Quay, *Phoenix Children's Hospital*

Alison J. Rapping, *Make a Difference*

Rita Santa Maria, *Friendly House*

Patrick Schneider, *U.S. Attorney's Office*

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Stan Shantz, *Ironwood Mennonite Church*

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Curtis Walling

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Manny Wong, *Asian-American Times*

DeeDee Woods, *South Phoenix Youth Center*

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Candy Arnold

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Russ Hulbert, *Child Help USA*

Joe Hullock

Martin Jones, *Child Protective Services*

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Lynne McClure, *McClure Associates*

Tom McSherry, *Human Service Commission*

Alice Mendoza

Greg Mendoza, *Gila River Indian Community*

Cindy Miller, *Sunnyslope Village Alliance*

Christine Montague, *Friendly House*

Pamela Morrison, *Murphy School Dist. #21*

Kevin Murphy, *Human Services Commission*

Debra Newell, *Butler Fight Back*

Patricia Nightingale, *City of Phoenix*

Stephanie Orr, *Center Against Sexual Abuse*

Mary Orton, *Central Arizona Shelter Services (formerly)*

Clark Overland, *Mount of Olives Lutheran Church*

Lynne Patterson, *Human Services Commission*

Billie Paulson, *Central Arizona Shelter Services*

Vera Perkins, *Parks, Recreation & Library, City of Phoenix*

Connie Phillips, *Sojourner Center*

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Hazel Williams

Jeff Zimmerman

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Ole Cowles, *SIFE School*

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Cara Dallmolin

Clarence Davis

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Rob Harris, *Phoenix Sun*

Sheila Harris, *Corp. for Supportive Housing*

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Bernice Lever, *Arizona Call to Teen*

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Colleen O'Donnell, *WESD #6*

Zona Pacheco

Leah Pallin-Hill, *Superior Court*

Mary Lou Palmer, *Moon Mountain Elementary School*

Maria Pendleton, *Valle del Sol, Inc.*

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Lois Plan, *Phoenix Human Services Commission*

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Laura Reith, *Office of Family Support & Prevention*

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Joanne Talamo, *Longview School*

Ken Tims, *Phoenix Police Department*

Tim Trent, *Nevitt Elementary School*

Rene Vera, *Phoenix Parks and Recreation*

Maria Verdin, *Juvenile Court*

Alison Vines, *Maricopa County Courts*

Judy White, *Scottsdale Horizon Charter School*

Janet Wilson, *Esperanza Elementary School*

Thomas Wilson, *West Buckeye Unified Neighborhood Association*

Neighborhoods/Communities Work Group

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Co-Chair–Pastor John B. Newson, *Shiloh Baptist Church*

Ruth Bankhead, *People United Fight Back*

Wilbert Battle

Paul and Betty Bellanger, *New North Town Fight Back Assoc*

Dean Brekke, *Lutheran Brotherhood*

Tom Brenneman, *Community Initiative in Conciliation and Peace Building*

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Tom Carrano, *NOTA*

Aaron Carreon-Ainsa, *City of Phoenix Law Department*

Lorie Cobb, *Center Against Sexual Abuse*

Mike Dolan, *Phoenix Police Department*

Paul Ennis

Ed Estlan, *Community Justice Centers*

Robin Hanna, *Bank of America/Wilson Coalition*

Nancy Hawkins Gurney, *Community Forum*

Bill Hickey, *Simpson Neighborhood*

Kim Humphrey, *Phoenix Police Department*

Maria Hyatt, *Human Services Department, City of Phoenix*

Luis Ibarra, *Friendly House*

Stanley Johns

Pam Johnson, *The Arizona Republic*

Bill Lamar, *Phoenix Police Department*

Steve Lance, *Palmcroft-Encanto Association*

Jaimie Leopold, *Neighborhood Partners, Inc.*

Ernest and Diana Lopez, *St. Matthews Neighborhood Blockwatch*

William MacDonald, *Arizona Human Rights Fund*

Joe McGarry, *Lewis & Roca*

Robin Mofford

Susan Parra, *South Mountain Precinct*

Tammy Perkins, *Phoenix Neighborhood Services*

Doug Pilcher, *Maricopa County Adult Probation*

Bobby Ruiz, *Phoenix Fire Department*

Nancy Skinner, *Parks, Recreation and Libraries*

Jeffrey Slower, *Arizona Department of Economic Security*

Tina Snyder, *Palomino Alliance*

Jana Sorensen, *County Attorney's Office*

Conrad Spohnholz, *Safe Haven*

Maryann Ustick, *Phoenix Neighborhood Services*

Rebecca Van Marter, *Community Forum*

Alton Washington, *Phoenix Human Services Department*

Debbie Weber, *Parks, Recreation and Library Department*

Mary Ann Winters, *Catholic Diocese*

Steve Zaccari, *Phoenix Human Services Commission*

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